

Message Text

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FM SECSTATE WASHDC
TO ALL AMERICAN REPUBLIC DIPLOMATIC POSTS
AMEMBASSY MANILA
AMEMBASSY ABIDJAN
AMEMBASSY BRUSSELS
AMEMBASSY PARIS
AMEMBASSY VIENNA
AMEMBASSY OTTAWA
AMEMBASSY COPENHAGEN
AMEMBASSY HELSINKI
AMEMBASSY PARIS
AMEMBASSY BONN
AMEMBASSY TEL AVIV
AMEMBASSY ROME
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AMEMBASSY TOKYO
AMEMBASSY THE HAGUE
AMEMBASSY MADRID
AMEMBASSY STOCKHOLM
AMEMBASSY BERN
AMEMBASSY LONDON
AMEMBASSY BELGRADE

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MANILA FOR USADB, ABIDJAN FOR HENNESEY, BRUSSELS ALSO FOR

E.O11652: N/A

TAGS: EAID, IDB

SUBJECT: INTER-AMERICAN DEVELOPMENT BANK REPLENISHMENT
NEGOTIATIONS
USEEC, PARIS ALSO FOR USOECD
REF : STATE 141137

BEGIN LOU:

FOLLOWING IS THE TEXT OF THE STATEMENT OF THE U.S.
POSITION ON THE IDB REPLENISHMENT AND RELATED POLICY
ISSUES PROVIDED TO ALL PARTICIPANTS AT THE MEETING OF THE
WORKING GROUP ON THE FIFTH REPLENISHMENT OF RESOURCES OF
THE INTER-AMERICAN DEVELOPMENT BANK HELD IN MADRID MAY
29-30 (SEE REFTTEL FOR MEETING REPORT). WHEN MAKING
APPROACH REQUESTED SEPTTEL, EMBASSIES SHOULD DELIVER STATE-
MENT TO APPROPRIATE HOST GOVERNMENT OFFICIALS TO CONVEY US
POSITION AND TO UNDERSCORE IMPORTANCE THAT PROGRESS ON
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THESE POLICY ISSUES WILL HAVE ON THE FUNDING LEVELS WHICH
THE US WILL BE ABLE TO SUPPORT.
THERE WILL BE ADDITIONAL MEETINGS RELATING TO THE
REPLENISHMENT ISSUES JUNE 29-30 IN WASHINGTON. WE EXPECT
THESE PROPOSALS TO BE DISCUSSED EXTENSIVELY AT THAT TIME.
WHILE WE DO NOT WISH EMBASSIES TO INVOLVE THEMSELVES IN
SUBSTANTIVE DISCUSSIONS ON THE SPECIFICS OF THE ISSUES,

YOU SHOULD STRESS THE IMPORTANCE WHICH WE ATTACH TO
PROGRESS ON THESE ISSUES AS A PREREQUISITE TO MEANINGFUL
DISCUSSION OF AMOUNTS. END LOU.

BEGIN UNCLASSIFIED

BEGIN TEXT:

UNITED STATES APPROACH TO IDB REPLENISHMENT

LATIN AMERICA AND THE IDB IN THE 1980S

LATIN AMERICA HAS BECOME AN INCREASINGLY SIGNIFICANT
PARTICIPANT IN THE WORLD ECONOMY, AS A TRADING PARTNER AND
AS A REGION WITH GREAT INVESTMENT EXPERIENCE AND POTENTIAL.
BASED ON ITS SUSTAINED AND SUBSTANTIAL ECONOMIC GROWTH OF
THE PAST TWO DECADES, LATIN AMERICA HAS MADE THE TRANSITION
FROM A REGION BUFFETED BY THE FORTUNE OF THE WEALTHIER
COUNTRIES TO A REGION WITH A GLOBAL ROLE OF ITS OWN.
INDIVIDUAL LATIN AMERICAN COUNTRIES REPRESENTED AROUND THIS
TABLE HAVE BECOME ADVANCED DEVELOPING COUNTRIES (ADCS) WITH
A VITAL STAKE IN THE FUTURE OF THE WORLD ECONOMY, IN THE
SUCCESSFUL OPERATION OF THE INTERNATIONAL TRADE AND

MONETARY SYSTEMS, IN ENSURING ADEQUATE RATES OF PRODUCTION AND DEMAND, AND IN ASSISTING THE POOREST COUNTRIES OF THE WORLD IN ERADICATING EXTREME POVERTY.

THIS NEW GLOBAL ROLE AND OUTLOOK FOR LATIN AMERICA IS
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BASED ON THE HIGH RATES OF ECONOMIC GROWTH ACHIEVED THROUGHOUT THE 1960'S AND 1970'S. AS THE BANK'S REPLENISHMENT PAPER POINTS OUT, THE GROSS NATIONAL PRODUCT OF LATIN AMERICA IN 1977 WAS ALMOST TRIPLE WHAT IT WAS IN 1960, THE REGION HAVING ACHIEVED A CUMULATIVE GROWTH RATE OF 5.8 PERCENT A YEAR FOR THIS PERIOD. IN TERMS OF 1976 DOLLARS, THE AVERAGE PER CAPITA PRODUCT OF LATIN AMERICA INCREASED FROM \$640 IN 1960 TO AROUND \$1036 IN 1977, FAR ABOVE THE LEVEL OF AFRICA AND ASIA (EXCLUDING JAPAN). SAVINGS AS A PERCENTAGE OF GDP HAS INCREASED FROM 18.2 PERCENT IN 1964-66 TO 21.3 PERCENT IN 1974-75.

ON THE EXTERNAL SIDE, LATIN AMERICA'S EXPORTS HAVE POSTED IMPRESSIVE GAINS BOTH IN TERMS OF GROWTH AND DIVERSIFICATION. THE VALUE OF LATIN AMERICAN EXPORTS HAS GROWN 13 PERCENT A YEAR SINCE 1960. THE SHARE OF MANUFACTURED GOODS IN TOTAL EXPORTS HAS INCREASED FROM AN AVERAGE OF 10 PERCENT IN THE 1960-65 PERIOD TO ABOUT 20 PERCENT IN THE 1970'S. ONE RESULT OF THIS GROWTH HAS BEEN THAT COMBINED INTERNATIONAL RESERVES OF THE REGION TOTALED \$22 BILLION BY THE END OF 1977 -- NEARLY QUADRUPLE TH:

LEVEL OF ONLY SIX YEARS AGO. WHILE PUBLIC DEBT SERVICE PAYMENTS OF THE REGION HAVE BEEN INCREASING, THEY AND THE CORRESPONDING DEBT SERVICE RATIOS ARE EXPECTED TO DECLINE SHARPLY AFTER 1980.

WE ARE CHEERED BY THESE ACHIEVEMENTS IN WHICH THE BANK HAS SHARED, AND WE WELCOME THE NEW ROLE THAT LATIN AMERICA HAS COME TO PLAY ON THE GLOBAL STAGE. AS WE APPROACH THIS NEXT REPLENISHMENT OF THE RESOURCES FOR THE INTER-AMERICAN DEVELOPMENT BANK, WE FEEL THAT OUR COOPERATIVE EFFORT SHOULD BE FOCUSED ON SHAPING THE BANK'S
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OPERATIONS TO FIT THE LATIN AMERICA OF THE 1980S, WHICH WE EXPECT WILL CONTINUE THE RAPID AND IMPRESSIVE PROGRESS OF THE 1960S AND 1970S. THIS ADVANCE SUGGESTS A SIGNIFICANT CHANGE IN THE ROLE OF THE BANK AND IN THE STRUCTURE OF ITS LENDING PROGRAM.

THE FUTURE COUNTRY PATTERN OF BANK LENDING

FIRST, LET US CONSIDER THE SITUATION OF THE ADVANCED DEVELOPING COUNTRY MEMBERS. THE BANK HAS HAD GREAT SUCCESS IN DEVELOPING AND IMPLEMENTING A COMPLEMENTARY FINANCING PROGRAM TO ATTRACT SUBSTANTIAL FUNDS FROM NON-OFFICIAL SOURCES TO JOIN UP WITH BANK CAPITAL. WE STRONGLY ENCOURAGE CONTINUATION AND EXPANSION OF THIS PROGRAM, MOST PARTICULARLY IN THE ADVANCED COUNTRIES, TO ASSOCIATE PRIVATE CAPITAL WITH THE BANK'S OWN FUNDS IN PRODUCTIVE PROJECTS AND THEREBY PERMIT EVEN GREATER LEVERAGE OF BANK FUNDS.

SUCH PRIVATE CAPITAL SHOULD CONTINUE TO BE AVAILABLE ON AN ABUNDANT SCALE. THE CAPITAL MARKETS OF THE UNITED STATES HAVE HISTORICALLY OFFERED ACCESS TO CREDITWORTHY BORROWERS. THE NON-REGIONAL MEMBERS OF THE BANK, IN MOST CASES, OFFERED ACCESS TO THEIR CAPITAL MARKETS TO THE BANK EVEN PRIOR TO THEIR BECOMING MEMBERS, AND MANY HAVE OPENED THEIR CAPITAL MARKETS DIRECTLY TO THE ADVANCED DEVELOPING COUNTRIES. THE ADVANCED DEVELOPING COUNTRIES REPRESENTED AT THIS MEETING HAVE ALSO BECOME INCREASINGLY ABLE TO SECURE FINANCING FOR ECONOMIC PROJECTS THROUGH THEIR SUCCESSFUL ENTRY INTO THE PRIVATE CAPITAL MARKETS OF THE WORLD. WE SHOULD ALL CONTINUE TO ENCOURAGE THESE FLOWS OF CAPITAL.

INDEED THE PRESENCE AT THIS DONORS' MEETING OF SEVERAL REGIONAL DEVELOPING MEMBERS IS EXPLICIT RECOGNITION OF THE INCREASING STRENGTH AND DIVERSIFICATION OF THEIR ECONOMIES
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AND THEIR POSITION ON THE GLOBAL STAGE. IN THE PREVIOUS REPLENISHMENT, SOME COUNTRIES FOR THE FIRST TIME CONTRIBUTED CONVERTIBLE CURRENCY TO THE FSO AND RENOUNCED THEIR OWN ACCESS TO FSO CONVERTIBLE RESOURCES FOR THE PERIOD OF THE REPLENISHMENT. SOME COUNTRIES PRESENT HAVE CONTRIBUTED CONSIDERABLE CURRENCY TO THE RESOURCES OF A SISTER INSTITUTION, THE AFRICAN DEVELOPMENT FUND.

IT IS APPROPRIATE THAT THESE COUNTRIES CONTINUE TO PROVIDE CONCESSIONAL RESOURCES TO THEIR LESS FORTUNATE NEIGHBORS, NOT ONLY BY CONTINUING TO REFRAIN FROM FSO BORROWING BUT ALSO BY INCREASING THE AMOUNT OF CONVERTIBLE RESOURCES THEY CONTRIBUTE TO THE FSO. WE ARE ALSO HOPEFUL THAT, RECOGNIZING THE INCREASING ABILITY OF THEIR ECONOMIES TO SUPPLY GOODS AND SERVICES IN SUPPORT OF THE BANK'S PROGRAMS, THEY WILL TAKE STEPS TO MAKE FREELY USABLE THEIR NATIONAL CURRENCIES ALREADY HELD BY THE BANK, AS INDEED THEY HAVE DONE WITH THEIR NATIONAL CURRENCY SUBSCRIPTIONS TO THE IBRD.

I DO NOT MEAN TO SUGGEST THAT THE ADVANCED DEVELOPING MEMBER COUNTRIES BECOME SOLELY DONORS TO THE BANK. GLOBAL ECONOMIC CONDITIONS, AND THE PARTICULAR SITUATION OF EACH COUNTRY, MAKE IT IMPERATIVE THAT SOME OFFICIAL DEVELOPMENT RESOURCES CONTINUE TO BE AVAILABLE TO THEM. HOWEVER, AS THE REPLENISHMENT PERIOD ADVANCES, THE BANK SHOULD BE ABLE TO DEVOTE AN INCREASING SHARE OF ITS CAPITAL RESOURCES TO OTHER MEMBER STATES.

SECOND, AND NOTWITHSTANDING THE PROGRESS MADE BY THE REGIONAL MEMBERS AS A WHOLE, THERE ARE STILL A FEW COUNTRIES WHICH HAVE NOT SHARED FULLY IN LATIN AMERICA'S PROGRESS AND WHICH CONTINUE TO NEED SUBSTANTIAL AMOUNTS OF LIMITED OFFICIAL USE
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CONCESSIONAL RESOURCES. THESE COUNTRIES HAVE LITTLE OR NO ACCESS TO PRIVATE CAPITAL MARKETS AND A LIMITED ABILITY TO ASSUME DEBT AT MARKET RATES. THEIR PER CAPITA INCOMES REMAIN LOW BY LATIN AMERICAN, AND TO SOME EXTENT WORLD, STANDARDS. WE ARE IN ACCORD WITH THE VIEWS EXPRESSED BY SEVERAL MEMBERS IN VANCOUVER THAT THE BANK MUST GIVE HIGHEST PRIORITY IN ITS CONCESSIONAL LENDING PROGRAM TO MEETING THE NEEDS OF THESE POOR COUNTRIES AND THEIR POOR PEOPLE.

THIRD, THERE IS A GROUP OF COUNTRIES WHICH HAVE ACHIEVED SUBSTANTIAL ECONOMIC GROWTH IN RECENT YEARS BUT STILL REQUIRE SIGNIFICANT AMOUNTS OF OFFICIAL FINANCING. IN THESE REPLENISHMENT NEGOTIATIONS, WE MUST RECOGNIZE THEIR IMPROVED POSITION AND PROVIDE ADEQUATE CAPITAL RESOURCES TO SUPPORT THEIR GRADUAL TRANSITION TOWARD REDUCED RELIANCE ON CONCESSIONAL RESOURCES. THEY MUST CONTINUE TO HAVE SOME ACCESS TO THE SOFT LOAN WINDOW, BUT WE WOULD SUGGEST EXCLUSIVELY FOR PROJECTS WHICH DIRECTLY ASSIST THE POOREST MEMBERS OF THEIR NATIONAL POPULATIONS. SINCE WE BELIEVE THAT CONCESSIONARY RESOURCES SHOULD PRIMARILY BE DIRECTED TO THE POOREST COUNTRIES, IT MAY BE APPROPRIATE TO RESERVE A CERTAIN PERCENTAGE OF THE CAPITAL FOR THE "MIDDLE INCOME" DEVELOPING MEMBER COUNTRIES SO THAT OFFICIAL CAPITAL NEEDS MAY BE MET. WE BELIEVE A RECASTING OF THE BANK'S A-B-C-D COUNTRY CATEGORIES TO REFLECT THE BROAD GROUPINGS I HAVE JUST DESCRIBED IS VERY MUCH IN ORDER.

SECTORAL EMPHASIS OF IDB LENDING

THE UNITED STATES HAS APPROACHED THIS REPLENISHMENT WITH A VIEW TO ENSURING THE EQUITABLE ALLOCATION AND EFFECTIVE USE OF SCARCE DEVELOPMENT RESOURCES CONSISTENT WITH THE NEEDS OF THE REGION AND ITS LEVEL OF DEVELOPMENT.

THIS REPLENISHMENT MUST TAKE INTO ACCOUNT THE CURRENT AND
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FUTURE REALITY OF LATIN AMERICA.

THE ECONOMIC REALITY IS THAT THE REGION HAS THE GOOD
FORTUNE OF HAVING PROGRESSED FURTHER THAN OTHER DEVELOPING
AREAS OF THE WORLD. IT IS THEREFORE APPROPRIATE THAT
THERE BE A CONSIDERABLE SHIFT OF EMPHASIS IN BANK LENDING
FROM THE FSO TO THE CAPITAL WINDOWS.

AT THE SAME TIME, THE ECONOMIC AND SOCIAL REALITY OF
THE REGION MAKES IT CLEAR THAT THERE IS MUCH YET TO DO.
LET US RECALL THAT THE FUNDAMENTAL PURPOSE OF THE IDB AS
EXPRESSED IN THE CHARTER IS "TO CONTRIBUTE TO THE
ACCELERATION OF THE PROCESS OF ECONOMIC AND SOCIAL
DEVELOPMENT OF THE ... DEVELOPING MEMBER COUNTRIES..."
THE BANK HAS PLAYED A SIGNIFICANT ROLE IN CONTRIBUTING TO
TH: ECONOMIC TRANSFORMATION OF THE REGION. HOWEVER, A
LARGE PERCENTAGE OF THE POPULATION STILL LIVES UNDER
CONDITIONS OF POVERTY. WE BELIEVE THAT THE BANK CAN NOW
DEVOTE MORE EFFORT TO IMPROVING THE LOT OF THESE POORER
SEGMENTS OF BOTH THE RURAL AND URBAN POPULATIONS OF THE
REGION. INVESTMENT IN BASIC ECONOMIC INFRASTRUCTURE HAS,
IN MANY CASES, ADVANCED AT FASTER RATES THAN SOCIAL
INVESTMENT. MORE EMPHASIS CAN NOW BE GIVEN BY THE BANK
TO THE SOCIAL SECTORS WITHOUT SACRIFICING OVERALL ECONOMIC
GROWTH.

THE CAPITAL LENDING OF THE BANK SHOULD, THEREFORE,
STRIKE A BETTER BALANCE BETWEEN THE TWO BASIC FUNCTIONS
OF DEVELOPMENT -- STRUCTURAL TRANSFORMATION AND GROWTH
WITH EQUITY. THIS REAFFIRMATION OF THE BANK'S FUNDAMENTAL
PURPOSE REQUIRES EVEN GREATER EFFORT TO OPTIMIZE THE
UTILIZATION OF THE BANK'S RESOURCES.

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EFFICIENT USE OF SCARCE FUNDS DEMANDS THAT, IN THE
DEVELOPMENT OF ITS LENDING PROGRAM, THE BANK BROADEN THE
SCOPE OF ITS ANALYSIS TO INCLUDE THE RELATIONSHIP OF
INDIVIDUAL LOANS TO THE RECIPIENTS' OVERALL DEVELOPMENT
EFFORT. BOTH THE BANK AND THE BOARD OF DIRECTORS NEED A
BROADER CONTEXT TO ASSESS THE EFFECTIVENESS OF INDIVIDUAL
LOANS IN ADVANCING COUNTRY DEVELOPMENT EFFORTS.

UTILIZATION OF SUBSCRIBED AND CONTRIBUTED RESOURCES

WE SHOULD ALSO TAKE A HARD LOOK AT A NUMBER OF DIFFERENT POSSIBILITIES FOR MAXIMIZING THE UTILIZATION OF BANK RESOURCES:

- AN ALL CONVERTIBLE-CURRENCY REPLENISHMENT, POSSIBLY MADE MORE MANAGEABLE FOR CONTRIBUTING COUNTRIES BY HAVING A SMALLER PERCENTAGE OF PAID-IN CAPITAL THAN IN THE CURRENT REPLENISHMENT;
- CONVERSION ON A REASONABLE SCHEDULE OF NATIONAL CURRENCIES NOW HELD BY THE BANK INTO MORE FULLY USABLE RESOURCES;
- DETERMINING THE EXTENT TO WHICH IT IS APPROPRIATE, PARTICULARLY IN THE ADCS, TO FINANCE INDIRECT FOREIGN EXCHANGE AND LOCAL COSTS WITH CONVERTIBLE CURRENCY; AND
- CONTINUE EFFORTS DIRECTED TOWARD EFFICIENT UTILIZATION OF PERSONNEL RESOURCES AND CURBING ADMINISTRATIVE COSTS.

CONCLUSION

AS EVIDENCED BY ITS DIVERSE MEMBERSHIP, THE IDB IS LIMITED OFFICIAL USE
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TRULY A WORLD-WIDE INSTITUTION. THE GLOBAL NATURE OF THE IDB IS A REFLECTION OF THE INCREASING IMPORTANCE OF LATIN AMERICA AND THE CARIBBEAN IN THE ENTIRE WORLD ECONOMY, AND THE PROGRESSIVELY GREATER GEOGRAPHICAL DIVERSITY OF ITS TRADE AND INVESTMENT RELATIONSHIPS.

THE INCREASING GROWTH AND DIVERSIFICATION OF THE REGION SHOULD BE CLEARLY REFLECTED IN THIS INSTITUTION. AN INCREASING ROLE IN THE BANK FOR BOTH THE NON-REGIONAL MEMBERS AND THE MOST ADVANCED REGIONAL MEMBERS WOULD BE CONSISTENT WITH THIS DIVERSIFICATION. IF THE BANK WERE ABLE TO NEGOTIATE FIRM COMMITMENTS FOR COMPLEMENTARY FINANCING BY THE OPEC SPECIAL FUND, OR OTHER SUCH ENTITIES, THIS WOULD PROVIDE FURTHER EVIDENCE OF THE GLOBAL RECOGNITION OF THE BANK'S AND THE REGION'S CAPACITIES. - THE UNITED STATES IS FULLY PREPARED TO PROVIDE ITS FAIR SHARE OF THE REPLENISHMENT NOW BEING CONSIDERED. OUR PLEDGE WILL OF COURSE BE MADE SUBJECT TO AUTHORIZATION AND APPROPRIATION OF THE FUNDS BY THE CONGRESS, BUT IT IS THE POLICY OF THE CARTER ADMINISTRATION TO MAKE PLEDGES ONLY WHICH WE ARE CONFIDENT WILL BE SUSTAINABLE THROUGH CONGRESSIONAL ACTION. OUR CONTINUED EFFORTS ON THE STRUCTURE AND NATURE OF THE BANK'S LENDING PROGRAM, EQUITABLE

BURDEN-SHARING AMONG ALL MEMBER COUNTRIES, HUMAN RIGHTS, ADMINISTRATIVE PRACTICES AND OTHER ISSUES REFLECT NOT ONLY THE CONCERN OF THE CARTER ADMINISTRATION FOR THE ISSUES THEMSELVES BUT OUR BELIEF THAT PROGRESS ON THEM WILL ENHANCE THE SUSTAINABILITY OF OUR PLEDGES.

WE THEREFORE INTEND TO CONSULT WITH CONGRESS ON THE LEVEL OF U.S. PARTICIPATION IN THE NEXT IDB REPLENISHMENT AS SOON AS WE CAN BEGIN TO SEE CLEARLY THE LENDING PROGRAM FOR WHICH THESE FUNDS WILL BE USED. THE UNDERSTANDINGS
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WHICH WE REACH HERE IN MADRID AND SUBSEQUENTLY CONCERNING THE FUTURE STRUCTURE AND LENDING PROGRAM OF THE BANK, AND THE AMOUNTS PLEDGED BY OTHER DONOR COUNTRIES, WILL OF COURSE BE MAJOR ELEMENTS IN SHAPING OUR OWN JUDGMENT AND THAT OF OUR CONGRESS. WE LOOK FORWARD TO WORKING AS CLOSELY AS POSSIBLE WITH THE OTHER MEMBER COUNTRIES, AND WITH THE MANAGEMENT OF THE BANK, IN MOVING AS QUICKLY AS POSSIBLE TOWARD REACHING SUCH UNDERSTANDINGS. NEWSOM

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